



DIRK KEMPTHORNE  
GOVERNOR

August 13, 2004

John Thomasian  
Director  
National Governors Association Center for Best Practices  
444 North Capitol Street, Suite 267  
Washington, DC 20001-1512

Dear John:

I am pleased to forward to you the State of Idaho's application to participate in the NGA Center for Best Practices Public Safety Wireless Communications Interoperability Policy Academy.

The State of Idaho has demonstrated its commitment to pursuing innovative solutions to the challenging issue of public safety communications interoperability, which plays a critical role in protecting the lives and property of the citizens of Idaho. Through my personal involvement, a Statewide Interoperability Executive Council (SIEC) has been formed to provide policy level direction and promote efficient and effective use of resources for matters related to public safety wireless radio interoperability.

The NGA academy provides the State of Idaho with a timely opportunity to maximize the skills and resources of state, local and private agencies. Through the academy process Idaho will learn from other states and national leaders about current research and promising "best practices," which will enable us to develop a statewide vision and standard for interoperable communications. In fact, one of the charges of the SIEC is to research best practices of other states in order to provide recommendations to myself and the Idaho State Legislature concerning issues related to statewide interoperable radio communications for public safety in Idaho.

Without a doubt, developing solutions to this issue will save lives.

To that end, I commit the resources of my office and that of my relevant state agencies to this application. Ms. Megan Ronk, my Criminal Justice Policy Advisor, will serve as the primary contact for this project.

Sincerely,

A handwritten signature in black ink, reading "Dirk Kempthorne". The signature is fluid and cursive, with a long horizontal stroke at the end.

DIRK KEMPTHORNE  
Governor

**NATIONAL GOVERNORS ASSOCIATION'S  
CENTER FOR BEST PRACTICES**

***PUBLIC SAFETY WIRELESS COMMUNICATIONS INTEROPERABILITY  
POLICY ACADEMY***

**STATE OF IDAHO APPLICATION**

**I. Clear articulation for the state's communication interoperability issues and its objectives in joining the project:**

***Issues:***

The state's emergency communications equipment, including repeater sites, are aging. This affects urban and rural public safety communications reliability.

As the State of Idaho is predominately rural, cities across the state have relatively low tax bases, thus are unable to allocate the funding necessary to provide their public safety responders with interoperable equipment.

Cities and counties across the state are currently seeking and receiving public safety communications funding without the benefit of planning and coordination with those affected by the decisions being made at the local level. Policy and planning must be developed to address these issues.

Additional challenges to interoperability in Idaho come from three different areas: disparate frequency use, topographical challenges and land ownership.

Frequency Use

- 170 fire service districts and 60 emergency medical service providers operate on the VHF frequency;
- 44 county sheriffs' offices, 88 local police departments and the Idaho State Police operate on the UHF frequency;
- Tribal governments operate on both UHF and VHF frequencies;
- Two-thirds of local emergency service providers have interoperability problems within their own jurisdictions, particularly in mutual aid response from surrounding counties.

Topographical Challenges

- One-third of the State of Idaho is mountainous terrain, causing a multitude of challenges for radio communication.

Land Ownership

- 65% of land within Idaho is federally owned;
- 2.4 million acres of land are designated wilderness areas;
- Private property makes up 20% of the sites leased by the state, counties and cities.

***Objective:***

Through Governor Kempthorne's Executive Order 2003-07, the Statewide Interoperability Executive Council was created and charged with providing policy level direction and promoting efficient and effective use of resources for matters related to public safety wireless radio interoperability.<sup>1</sup> The State of Idaho and SIEC seek to acquire the skills and knowledge necessary to meet this charge and provide applicable best practices policy for all public safety agencies in the state. Currently the SIEC, with technical assistance from the Office of Domestic Preparedness, is conducting a statewide assessment of communication sites and equipment. This information will be used to guide policy direction. **See Appendix A**

To date, the following successes have been achieved:

- Development of the SIEC Mission and Vision:

Mission Statement:

The Statewide Interoperability Executive Council (SIEC) shall promote interagency cooperation and provide policy level direction to support efficient and effective use of resources to achieve interoperable communications.

Vision Statement:

Working together to build an interoperable public safety and public services communication system that will benefit all Idahoans.

- The SIEC's partnership with the Office of Domestic Preparedness, Interoperable Communications Technical Assistance Program (ODP/ICTAP), beginning January 2004. ICTAP personnel are currently conducting an inventory of all mountain-top public safety communication sites and an assessment of all Idaho public safety agency communications equipment, which will provide the SIEC with the best possible inventory of assets that are currently available. The current inventory will be considered as a return on investment for future development, where applicable.
- The creation of an SIEC website that provides information and announcements to the public and functions as a secure site for SIEC members. ([www.siec.id.gov](http://www.siec.id.gov))
- The formation of key committees:
  - Technical Committee – conduct infrastructure research and make recommendations to the SIEC;
  - Interoperability Committee – create and support communication among stakeholders and assist the Technical Committee in the development of the “Idaho System;”

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<sup>1</sup> [http://www2.idaho.gov/gov/mediacenter/execorders/eo03/eo\\_2003\\_07.htm](http://www2.idaho.gov/gov/mediacenter/execorders/eo03/eo_2003_07.htm)

- Outreach Committee – produced a video that informs viewers of interoperability issues and opportunities by providing testimony from statewide first responders and a call to action from Governor Kempthorne;
  - Resource Committee – tasked with maintaining the financial viability of the SIEC and its work.
- The SIEC has adopted the Association for Public Safety Communication Officials (APCO) Project 25 as a standard for all public safety communications systems and equipment in the State of Idaho, thus creating uniformity and interoperability among agencies and allowing for an open architecture which lends to system flexibility.

***Outcomes:***

Cities and counties across the state are seeking, and in some cases receiving, isolated pockets of funding to enhance their communications systems; cities and counties are looking to the SIEC for direction. Through the skills acquired at this academy and information gathered through statewide outreach, the SIEC will coordinate efforts in a collaborative manner toward the goal of preparing a statewide plan for achieving public safety wireless communications interoperability. The policy and planning developed will position Idaho in the national interoperability efforts.

In addition, the SIEC requests assistance with the development of an implementation strategy and funding strategy, identification of build-out priorities, developing “buy-in” and planning to accommodate the state’s mountainous terrain.

**II. Breadth, depth and influence of the state team:**

Through the SIEC, a broad-based, interdisciplinary team has been assembled to address the interoperability issues articulated above. The individual members represent key administrators of each agency or organization who have the authority to establish and implement policy changes necessary to accomplish the objectives established during the NGA Academy. The team includes executive level decision-makers at the federal, tribal, state, county and local levels.

From the general body of the SIEC, a team of eight (8) individuals will be assigned to participate in the academy process, including a state team leader from the Governor's office.

### NGA POLICY ACADEMY TEAM

<b>Megan Ronk</b> Criminal Justice Policy Advisor Office of Governor Kempthorne Team Leader	<b>Joe Roche</b> Administrator of IT and Communications Services Idaho Department of Administration SIEC Member
<b>Col. Dan Charboneau</b> Director Idaho State Police SIEC Member	<b>Chief Mark Lockwood</b> Chief of Police, City of Sandpoint SIEC Chairman Represents the Idaho Chiefs of Police Association
<b>Bill Bishop</b> Director Idaho Bureau of Homeland Security SIEC Member Represents the Idaho Military Division	<b>Dia Gainor</b> Chief of Emergency Medical Services Idaho Department of Health and Welfare SIEC Member
<b>Bruce Allcott</b> Fire Chief, City of Burley SIEC Member Represents the Idaho Fire Chiefs Association	<b>Mayor Scott Reese</b> City of Blackfoot SIEC Member Represents the Association of Idaho Cities

In addition, a "home team" has been identified from the membership of the SIEC that will support and assist the NGA Policy Academy Team in the development of our statewide interoperability plan. The "home team" will also participate in the in-state policy workshop.

### SUPPORT "HOME TEAM"

<b>John Cline</b> Communications Director ID Bureau of Homeland Security	<b>Greg Laragan</b> Asst. Chief Engineer Idaho Transportation Dept.	<b>Jerry Goetz</b> Federal Bureau of Investigations SIEC Vice-Chair
<b>John Elorrieta</b> Jerome County Commissioner Idaho Association of Counties	<b>Chairpah Matheson</b> Drug Enforcement Coordinator Coeur d'Alene Tribe	<b>Bob Burke</b> Program Manager, Fire and Fuels Idaho Dept. of Lands
<b>Mary Halverson</b> Acting Director Bureau of Hazardous Materials	<b>Scott Reinecker</b> Enforcement Assistant Chief Idaho Dept. of Fish & Game	<b>Michael Candelaria</b> Chief Information Officer Bureau of Land Management – U.S. Dept. of Interior
<b>Stephen Jenkins</b> Natl. Interagency Fire Center	<b>Steve Southwick</b> Lincoln County Sheriff	Representative to be determined Idaho Dept. of Correction

Additional representatives will be asked to participate in the "home team" as necessary. In addition, the SIEC has a full-time project manager and project assistant that will work with the NGA Policy Academy team to coordinate meetings, research and development of the statewide interoperability plan.

### **III. Coordination with ongoing initiatives**

As mentioned previously, Idaho's NGA Policy Academy team would closely collaborate and coordinate with the Statewide Interoperability Executive Council that was formed by Governor Kempthorne through Executive Order 2003-07. The SIEC is looking forward to the opportunity to take advantage of the tremendous resources the NGA Academy process will provide to the State of Idaho, including increased access to state and national leaders that are subject-matter experts.

Additional efforts are underway in Idaho to further enhance our state's interoperability communications plan:

- The SIEC has fostered a relationship with Idaho's newly created E-911 Emergency Communications Commission, which is tasked with reviewing the existing structure, assessing needs for upgrades and reviewing funding mechanisms for 911 services throughout the state.
- The SIEC is working with two counties in the state as they develop and implement pilot 700MHz systems for their public safety communication needs.
- The SIEC has formed planning and implementation collaboration with Idaho's Region 12 700MHz Regional Planning Committee (RPC). The RPC has developed a plan for use of 700MHz in the state, and will be submitting that plan to the SIEC and adjacent states for review in late summer 2004. The plan will then be forwarded to the Federal Communications Commission (FCC) for approval. The FCC has initiated migration to narrow-banding for public safety communications to economize limited spectrum. With this in mind, the SIEC has formed collaborative partnerships with statewide stakeholders to assist in planning for the eventual migration, including assistance to mitigate financial impacts.
- In February 2001, Idaho hosted a Public Safety Wireless Network Program (PSWN) symposium in Boise. The symposium was well attended by representatives across a wide field of state and regional entities. Many of the attendees said they came to seek information on the future of public safety communications in Idaho and to learn how they could be a part of that future. The SIEC is building upon this past investment.

The foreseeable challenges to Idaho are coordinating disparate systems and forming collaboration among jurisdictional boundaries over wide ranging terrain.

Idaho's application is strengthened by having already formed a highly functional SIEC. This "home team" is strongly supported by Governor Kempthorne, the Idaho Sheriffs Association, the Idaho Chiefs of Police Association, the Idaho Fire Chiefs Association, the Idaho Association of Cities and the Association of Idaho Counties.

In addition, as a smaller, rural state we truly have the ability to be flexible in developing creative solutions to moving major initiatives – such as public safety interoperability – forward. The State of Idaho is confident that this is an asset we possess over other states that are currently struggling with this important issue. Governor Kempthorne firmly believes that Idaho can serve as a model for the rest of the nation – both for other rural states and for higher populated states that have experienced challenges with interoperability in their more remote areas.

#### **IV. Staff commitment of time and travel-related costs:**

Each state agency director involved in this application has committed the staff and resources necessary to participate in the academy. Agency directors are represented on the policy academy team and will utilize key members of their staffs to assist with the development of Idaho's statewide interoperability plan.

In addition, non-state agency members have articulated their support for this project through their participation in the SIEC. There is strong support statewide for the development of a long-term strategic plan dealing with public safety interoperability.

The team involved in this application has worked together in the past on other projects and the Governor is confident that their amicable and productive working relationship will continue with this project.

As mentioned previously, we also have the support of a full-time project manager to assist the policy academy team. Dodie Collier is the project manager for the SIEC – both Dodie and her assistant will be available to assist the NGA policy academy team in the development of Idaho's statewide interoperability plan to improve wireless communications among emergency responders.

#### **V. Projected Budget Spreadsheet:**

The budget reflects estimated travel costs (air, lodging, ground transportation, per diem) for eight (8) policy team members to attend two (2) two-day policy academy meetings in Washington, DC. In addition, the Travel/Meeting budget reflects state and regional outreach that will be necessary to solicit input from stakeholders in policy/plan development. Additional expenses for printing and communication are estimated. Consultant fees are estimated for the services of a facilitator to assist with state and regional workshops and SIEC meetings.

#### **BUDGET**

Salaries and Benefits	\$0
Consultant	\$9,000
Printing	\$3000
Communication	\$4000
Travel/Meeting Expenses (must include an amount for team participation in two, two-day Policy Academy meeting to be held in Washington DC)	\$19,000
<b>TOTAL</b>	<b>\$35,000</b>

## **APPENDIX**

### **THE OFFICE OF THE GOVERNOR**

EXECUTIVE DEPARTMENT  
STATE OF IDAHO  
BOISE

#### **EXECUTIVE ORDER NO. 2003-07**

#### **ESTABLISHMENT OF THE STATEWIDE INTEROPERABILITY EXECUTIVE COUNCIL**

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WHEREAS, the public safety of all Idahoans is of paramount importance; and

WHEREAS, public safety communications provides a critical role protecting the lives and property of the citizens of Idaho; and

*WHEREAS, the State's public safety communications infrastructure is rapidly becoming outdated; and*

*WHEREAS, the Federal Communications Commission is adopting changes that will affect the ability of public safety communications systems to interoperate with one another, due to new technology and shifts in standards; and*

*WHEREAS, the effectiveness of public safety communications between jurisdictions to cooperate and coordinate voice and data information is critical to the mission of public safety; and*

*WHEREAS, state agencies along with federal, local, tribal, and private entities with similar communications requirements should work cooperatively and identify approaches to promote and enhance statewide interoperability; and*

*WHEREAS, the Idaho Legislature annually appropriates a significant amount of state funds for agency wireless radio communications which could benefit from coordination; and*

*WHEREAS, there exists opportunities to assist in the promotion of coordination and cooperation of a statewide interoperability goal, which is an ongoing and long-term effort.*

*NOW, THEREFORE, I, DIRK KEMPTHORNE, Governor of the State of Idaho, by authority vested in me by the Constitution and laws of the State of Idaho, do hereby order:*

1. *There is hereby created the Statewide Interoperability Executive Council (SIEC).*
2. *The purpose of the SIEC shall be to provide policy level direction and promote efficient and effective use of resources for matters related to public safety wireless radio interoperability. To that end it shall;*
  - a. *Develop a statewide vision for interoperable communications;*
  - b. *Develop standards for public safety communications;*
  - c. *Promote cooperation among state, federal, tribal, and local public safety agencies in addressing statewide radio interoperability needs in Idaho;*
  - d. *Review priorities for statewide radio interoperability needs and assist in the development of projects, plans, policies, standards, priorities and guidelines for radio interoperability;*
  - e. *Ensure adequate wireless spectrum to accommodate all users;*
  - f. *Facilitate cooperative and contract arrangements to develop a statewide interoperable radio communications system infrastructure;*
  - g. *Research best practices of other states; and*
  - h. *Provide recommendations to the Governor and the Legislature, when appropriate, concerning issues related to statewide interoperable radio communications for public safety in Idaho.*
3. *The SIEC shall receive administrative staff support from the state agencies represented on the Council.*



4. *The SIEC will meet no less than four times annually.*
5. *The SIEC will appoint sub-committees consistent with the needs of the Council to address issues including, but not limited to: technical support and education issues regarding interoperable communications in Idaho; Federal funding availability; and, outreach and liaison with Federal and other Statewide Interoperable Executive Councils in other states working on interoperable communications solutions.*
6. *The SIEC shall prepare and present a report to the Information Technology Resource Management Council by December 30 of each year describing the Council's activities and achievements of the previous year.*
7. *A Chair person and Vice-Chair person shall be selected at that first meeting of the SIEC by the members present during that meeting. The term of office for the Chair and Vice-Chair shall be two years. The Chair and Vice-Chair may succeed themselves if approved by the Council.*
8. *The SIEC shall be composed of the following member agencies with knowledge of and interest in the field of public safety radio communications technology with minimum representation consisting of:*

*One (1) representative from the Idaho State Police;*  
*One (1) representative from the Idaho Transportation Department;*  
*One (1) representative from the Idaho Sheriff's Association;*  
*One (1) representative from the Idaho Chiefs of Police Association;*  
*One (1) representative from the Idaho Fire Chiefs Association;*  
*One (1) representative from the Idaho Association of Counties;*  
*One (1) representative of the Association of Idaho Cities;*  
*Two (2) representatives from the Military Division;*  
*One (1) representative from the Idaho Department of Administration;*  
*One (1) representative from Federal Law Enforcement;*  
*One (1) representative from the U.S. Department of the Interior;*  
*One (1) representative from the National Interagency Fire Center;*  
*One (1) representative from the Idaho Department of Correction;*  
*One (1) representative from the Department of Lands;*  
*One (1) representative from the Idaho Department of Fish and Game;*  
*One (1) representative from the Idaho Department of Health and Welfare; and*  
*One (1) representative from Tribal Government.*

*The SIEC may add additional member agencies as deemed appropriate.*

*The SIEC's membership shall be selected by the groups they represent and approved by the Governor.*



*IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Idaho at the Capitol in Boise on this eleventh day of August in the year of our Lord two thousand and three, and of the Independence of the United States of America the two hundred twenty-seventh and of the Statehood of Idaho the one hundred thirteenth.*

DIRK KEMPTHORNE  
GOVERNOR

BEN ISCUA  
SECRETARY OF STATE